GOVERNMENT OF INDIA
CONSUMER AFFAIRS, FOOD AND PUBLIC DISTRIBUTION
LOK SABHA

UNSTARRED QUESTION NO:3450
ANSWERED ON:06.12.2016
Guidelines on TPDS
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Will the Minister of CONSUMER AFFAIRS, FOOD AND PUBLIC DISTRIBUTION be pleased to state:

(a) whether National Council of Applied Economic Research and Indian Institute of Public Administration had identified shortcomings in the Targeted Public Distribution System, if so, the details thereof along with the steps taken by the Government to remove the shortcomings;
(b) whether Targeted Public Distribution System and National Food Security Act have been effective to mitigate the issues of hunger and malnutrition in the country, if so, the details thereof and if not, thei reasons therefor;
(c) whether the India State Hunger Index has also been prepared, if so, the details thereof and the response of the Government thereto indicating the number of deaths in each State during each of the last three years and the current year;
(d) whether the Government has issued guidelines to the States regarding implementation of Targeted Public Distribution System, if so, the details thereof and the response of the Government thereto; and
(e) the percentage of rural and urban population covered by TPDS indicating the details of entitlement per month and progress made with regard to implementation of Antyodaya Anna Yojana (AAY) which is aimed at helping the poorest of the poor?

Answer

MINISTER OF STATE FOR CONSUMER AFFAIRS, FOOD & PUBLIC DISTRIBUTION
(SHRI C. R. CHAUDHARY)
(a): This Department has been getting the functioning of Targeted Public Distribution System (TPDS) evaluated by different agencies from time to time. Evaluation studies on functioning of TPDS in selected States has also been got conducted through National Council of Applied Economic Research (NCAER) and Indian Institute of Public Administration (IIPA) during 2006-2015. These evaluation studies have revealed certain shortcomings/deficiencies in the functioning of TPDS such as inclusion/exclusion errors and leakages/ diversion of foodgrains, details of which are at Annexures- I, II & III. The reports of these studies had been sent to the States concerned for taking necessary remedial measures to remove the deficiencies noticed in the functioning of TPDS.
(b): Targeted Public Distribution System (TPDS) was launched in 1997 with the objective to formulate and implement foolproof arrangements for the identification of poor for delivery of foodgrains and for its distribution in a transparent and accountable manner at the Fair Price Shop (FPS) level.
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National Food Security Act, 2013 (NFSA) provides for food and nutritional security in human life cycle approach, by ensuring access to adequate quantity of quality food at affordable prices to people to live a life with dignity and for matters connected therewith or incidental thereto. The Act is being implemented in all the States/Union Territories (UTs) and covers 81.35 crore persons, constituting two - third of the population, who get foodgrains at highly subsidized rates. This coverage has been delinked from poverty estimates.
The Act also has a special focus on nutritional support to women and children. Pregnant women and lactating mothers are entitled to meals as per nutritional norms as well as to receive maternity benefit of not less than Rs.6,000. Children upto 14 years of age are entitled to meals as per the prescribed nutritional standards. Higher nutritional standards have been fixed for malnourished children upto 6 years of age. In case of non- supply of entitled foodgrains or meals, the beneficiaries will receive food security allowance.
(c): This Department has not commissioned any study to prepare India State Hunger Index. No State Government/Union Territory Administration has reported any incident of death due to starvation/hunger during the last three years or current year.
(d) & (e): Guidelines relating to Public Distribution System (PDS) are available in National Food Security Act (NFSA), 2013 and PDS (Control) Order, 2015. Both these documents had been issued to states and are also available in public domain.
All the States/Union Territories (UTs) have adopted NFSA, 2013. It provides for coverage of upto 75% of the rural population and upto 50% of the urban population for receiving foodgrains (rice, wheat & coarse grains) at highly subsidized rates. The eligible families under NFSA comprise of Priority Households (PHH) and Antyodaya Anna Yojana (AAY) families. Priority households are entitled to receive 5 kg of foodgrains per person per month at highly subsidized price of Rs.3/2/1 per kg for rice, wheat & coarse grains respectively. The AAY households, which constitute the poorest of the poor, are entitled to receive 35 kg. of foodgrains per household per month at the same subsidized price.
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Annexure-I
ANNEXURE REFERRED TO IN REPLY TO PART (a) OF THE UNSTARRED QUESTION NO. 3450 DUE FOR ANSWER ON 06.12.2016 IN THE LOK SABHA
Inclusion/Excusion errors indicated in NCAER Report:
(Study awarded − March,2014)
(Report submitted- September, 2015)
Source: Author's calculation based on field data.
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Sl. No.
State
Inclusion Error

(in %)
Exclusion Error
(in %)
1.
Assam
28.49
70.84
2.
Bihar
18.38
30.45
3.
Chhattisgarh
22.09
1.93
4.
Karnataka
31.24
16.02
5.
Uttar Pradesh
22.16
63.12
6.
West Bengal
46.6
29.77
ANNEX- II
ANNEXURE REFERRED TO IN REPLY TO PART (a) OF THE UNSTARRED QUESTION NO. 3450 DUE FOR ANSWER ON 06.12.2016 IN THE LOK SABHA
Consolidated figures of leakages/diversion of foodgrains (rice & wheat) indicated in NCAER Reports.
A. (Study awarded − March,2014)
(Report submitted- September, 2015)
NFSA states
S. o.
State
Leakage (in%)
Bihar
16.28
Chhattisgarh
6.95
Karnataka
17.34
SOURCE: Author's calculation based on survey data and data provided by respective state department of food and civil supplies in six states.
Non- NFSA states
S.No.
State
Card category
Leakage (in %)
Overall average leakage (in %)
Assam
APL
70.68
39.86
BPL
36.76
AAY
12.13
Uttar Pradesh
APL
35.29
24.43
BPL
32.87
AAY
5.13
West Bengal
APL
38.75
25.84

BPL
28.19
AAY
10.59
SOURCE: Author's calculation based on survey data and data provided by respective state department of food and civil supplies in six states.
...2/-
...2...
(B) (Study awarded − January,2007)
(Report submitted- January,2009)
Figures in %age
States
AAY
BPL
APL
Overall average leakage
Rice
Wheat
Rice
Wheat
Rice
Wheat
Delhi
1.63
3.72
3.34
0.00
0.00
0.00
1.45
Jharkhand
3.80
16.47
0.00
8.97
0.00
54.53
13.96
Kerala
18.66
0.00
0.00
19.24
0.00
13.10
8.50
Madhya Pradesh
0.00
16.81
18.93
29.14
0.00
0.00
10.81
Maharashtra
0.00
9.42
0.00
17.77
0.00
0.00
4.53
Uttarakhand
0.00
0.00
0.00
29.71
0.00
4.92
5.77
(C) (Study awarded − May,2006)

(Report submitted- November, 2007)
Figures in %age
States
AAY
BPL
APL
Overall average leakage
Rice
Wheat
Rice
Wheat
Rice
Wheat
Rajasthan
0.00
0.00
0.00
0.00
0.00
0.00
0.00
Chhatisgarh
0.00
0.00
0.97
42.32
0.00
78.34
20.27
Bihar
0.00
41.35
0.00
46.87
0.00
0.00
14.70
Uttar Pradesh
0.00
0.86
8.32
20.67
0.00
0.00
4.98
Assam
1.49
0.00
44.97
0.00
83.28
100.00
38.29
Mizoram
36.21
0.00
37.44
0.00
81.12
100.00
42.46
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ANNEX-lll

ANNEXURE REFERRED TO IN REPLY TO PART (a) OF THE UNSTARRED QUESTION NO. 3450 DUE FOR ANSWER ON 06.12.2016 IN THE LOK SABHA

Consolidated figures of leakages of foodgrains (rice and wheat) indicated in IIPA (Phase-I) Report

(Study awarded − January, 2007)

(Report submitted- October, 2010)

Consolidated figures of diversion/leakages of foodgrains (rice and wheat) allocated under TPDS as indicated in IIPA (Phase-II) Report.

(Study awarded − March,2007)

)Report submitted- February, 2011)

* Nil percentage of diversion/leakage does not take into account diversion from one category to another category of beneficiaries (AAY/BPL/APL).

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Sr. No.	State	Leakage as Percentage of offtake
1.	Arunachal Pradesh	14.88
2.	Manipur	27.00
3.	Nagaland	49.49
4.	Orissa	6.86
5.	Tripura	3.24
6.	West Bengal	26.84

Sr. No.	State/UT	Percentage of diversion/ leakage of foodgrains (Rice & Wheat) allocated under TPDS to AAY and BPL beneficiaries
1.	Haryana	8.69
2.	Punjab	Nil *
3.	Chandigarh	13.6
4.	Tamil Nadu	13.64
5.	Andhra Pradesh	Nil *
6.	Himachal Pradesh	5.6
7.	Jammu & Kashmir	4.1
8.	Karnataka	Nil *